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Report of the Secretary-General on the Peacebuilding Fund

The Peacebuilding Fund

Report of the Secretary-General

Summary

The present report is submitted pursuant to General Assembly resolution 63/282 and covers the activities of the Peacebuilding Fund for the period from 1 July 2010 to 31 December 2011.

The Peacebuilding Fund is an increasingly successful instrument to support countries emerging from conflict, and its strategic positioning is becoming clearer. Data obtained from independent evaluations, activity reports and thematic reviews illustrate the positive contribution to peacebuilding outcomes being made by the United Nations system with the Fund's support, while also highlighting continuing areas for improvement. The establishment of baselines in 2011 provides the necessary foundation for the ongoing measurement of the Fund's performance.

The Fund allocated $99.4 million in 2011, consistent with its business plan target for 2011-2013 of $100 million in annual allocations. Income for 2011 of $66.7 million represents a significant improvement over 2009 and 2010. While funds carried over will support this level of activity for 2012, more funds are required for 2013 and beyond.

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Abbreviations

BINUB	United Nations Integrated Office in Burundi
BINUCA	United Nations Integrated Peacebuilding Office in the Central African Republic
BNUB	United Nations Office in Burundi
DIS	Détachement intégré de sécurité
ECOWAS	Economic Community of West African States
FAO	Food and Agriculture Organization of the United Nations
ILO	International Labour Organization
IOM	International Organization for Migration
MINURCAT	United Nations Mission in the Central African Republic and Chad
MONUC	United Nations Organization Mission in the Democratic Republic of the Congo
MONUSCO	United Nations Organization Stabilization Mission in the Democratic Republic of the Congo
ODA	official development assistance
OHCHR	Office of the United Nations High Commissioner for Human Rights
UNCDF	United Nations Capital Development Fund
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UN-Habitat	United Nations Human Settlements Programme
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNIOGBIS	United Nations Integrated Peacebuilding Office in Guinea-Bissau
UNIPSIL	United Nations Integrated Peacebuilding Office in Sierra Leone
UNMISS	United Nations Mission in South Sudan
UNOCI	United Nations Operation in Côte d'Ivoire
UNODC	United Nations Office on Drugs and Crime

UNOPS	United Nations Office for Project Services
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
UN-Women	United Nations Entity for Gender Equality and the Empowerment of Women
WFP	World Food Programme

I. Introduction

1. By its resolution 63/282, the General Assembly requested the Secretary-General to submit annual reports on the activities of the Peacebuilding Fund. The present report, the fifth of its kind, provides an update of the Fund's activities from July 2010 to December 2011. From 2012 onward, the report will be synchronized with the annual reports of the Peacebuilding Commission. More information can be found at www.unpbf.org.

II. Strategic positioning of the Peacebuilding Fund

2. To maximize its impact, the Fund focuses its support on a limited set of countries for specific peacebuilding interventions. Prioritization is based on the Fund's comparative advantages: a small team with the capacity to make quick decisions; a mandate to take calculated risks and work in politicized and fragile environments; a special relationship with the Peacebuilding Commission; a mechanism — the Joint Steering Committee — to empower national ownership while retaining flexibility; an ability, based on comparative advantage, to call upon the full United Nations system; flexibility to support the security sector (often "non-ODA"); mechanisms that incentivize strategic discussions at the leadership level, thereby empowering leaders from Governments, the United Nations and civil society to identify relevant and context-specific priorities; and an ability to help fill the gap that often occurs after conflict ends but before larger development assistance comes online.

3. Based on these comparative advantages, the Fund focuses on the following two situations. First, the Fund responds rapidly to support critical transition moments. In early post-conflict days — after a peace agreement has been signed or a political transition has occurred — the Fund supports the rapid reinforcement of Governments and actors involved in building sustainable peace. It seeks to enable the international community, in particular the United Nations political and development leadership, to be responsive to national peacebuilding needs.

4. Second, the Fund provides multi-year support to stay the course in consolidating peace. When a country's leadership commits itself to tackling the issues that drive violent conflict, the Fund seeks to provide support to the State in increasing its responsiveness to its citizens. Countries that have asked for assistance from the Peacebuilding Commission are a priority for this longer-term support and have received more than 60 per cent of the Fund's resources since 2007. Countries that are not on the agenda of the Commission can also receive longer-term funds, with their demonstrated level of commitment to addressing key peacebuilding issues being a key criterion. Fragile and conflict-affected countries belonging to the Group of Seven Plus that have made such commitments are logical candidates. The United Nations Senior Peacebuilding Group is involved in country eligibility recommendations (see sect. VI.E).

III. Global performance

A. Impact

5. The Fund's goal is to work in post-conflict settings where there is national commitment to building peace and seeing increasing stability as a result. The Fund aims to track two broad indicators in order to monitor overall trends in its portfolio: (a) the number of countries that have relapsed into violence; and (b) the number of countries where the estimated risk of relapse is diminishing. With respect to the first indicator, none of the countries that have been formally declared eligible by the Fund since 2007 have relapsed into generalized war or witnessed State collapse. With respect to the second indicator, the Fund is currently assessing what independent research indices could be used to judge changing levels of risk of relapse. Provisionally, the Peacebuilding Support Office estimates that roughly half of the countries declared eligible by the Fund have witnessed a decreased risk of relapse into violence during the period of engagement.

B. Allocations and income

6. The business plan for 2011-2013 has established a target of $100 million in allocations per year to a maximum of 20 active countries at any given time. This target has been achieved in 2011, with new allocations to 14 countries (see table 1).

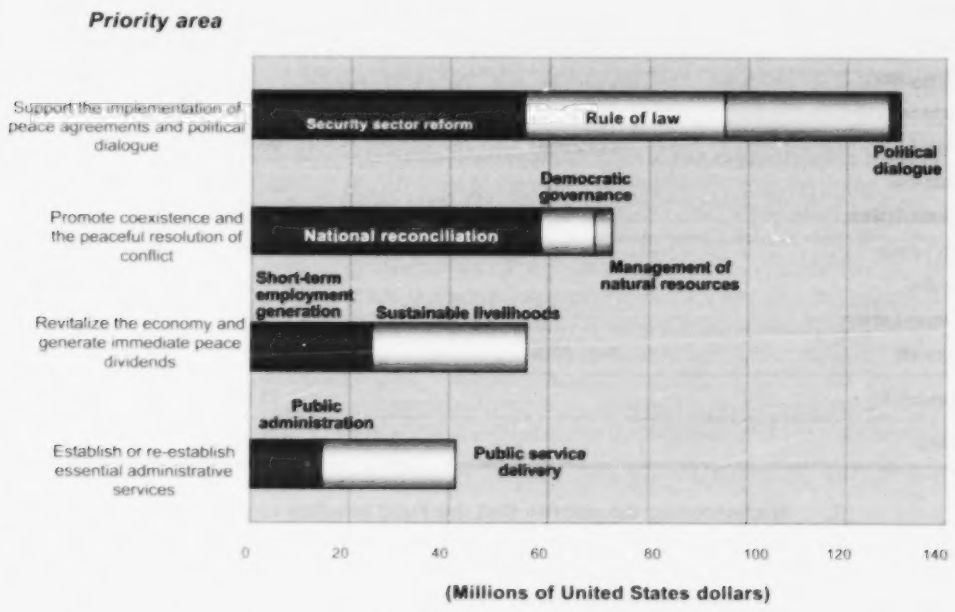
Table 1
Allocations of the Peacebuilding Fund to countries
(Millions of United States dollars)

		Cumulative allocations to date			
	Priority plans approved	*Peacebuilding and Recovery Facility*	*Immediate Response Facility*	*Total*	*Allocations in 2011*
Countries on the agenda of the Peacebuilding Commission					
Burundi	Feb. 2008 and May 2011	44.20	5.00	49.20	9.20
Central African Republic	June 2008 and Feb. 2010	30.00	1.00	31.00	
Guinea	Apr. 2009 and Dec. 2011	22.80	1.00	23.80	17.80
Guinea-Bissau	June 2008 and Jan. 2011	42.00	3.34	45.34	0.33
Liberia	Feb. 2008 and May 2011	35.15	1.72	36.87	17.15
Sierra Leone	Oct. 2008 and Dec. 2010	18.80	7.85	26.65	14.25
Subtotal		**192.95**	**19.91**	**212.87**	**58.73**
Countries not on the agenda of the Peacebuilding Commission					
Chad			2.73	2.73	
Comoros	Dec. 2008	9.00	0.40	9.40	0.40
Côte d'Ivoire	July 2008	12.50	5.53	18.03	9.50
Democratic Republic of the Congo	Nov. 2009	20.00		20.00	
Guatemala	Mar. 2011	10.00	1.00	11.00	11.00

	Priority plans approved	Cumulative allocations to date			Allocations in 2011
		Peacebuilding and Recovery Facility	Immediate Response Facility	Total	
Haiti		—	3.80	3.80	—
Kenya		—	1.00	1.00	—
Kyrgyzstan		—	10.00	10.00	7.00
Lebanon		—	3.00	3.00	3.00
Nepal	July 2008	10.00	0.90	10.90	0.90
Somalia		—	3.00	3.00	2.00
South Sudan		—	4.52	4.52	4.52
Sri Lanka		—	3.00	3.00	—
Sudan		—	12.39	12.39	2.36
Timor-Leste		—	0.99	0.99	—
Uganda	Aug. 2010	14.00	—	14.00	—
Subtotal		**75.50**	**52.27**	**127.77**	**40.68**
Total		**268.45**	**72.18**	**340.63**	**99.42**

7. Underscoring the priority that the Fund attaches to countries on the agenda of the Peacebuilding Commission, allocations to those countries were 52 per cent of the total allocation for 2010 and 59 per cent in 2011. Six new recipient countries (Chad, Guatemala, Kyrgyzstan, Lebanon, South Sudan and Uganda) were added during the reporting period. Figure I presents cumulative allocations across the Fund's priority areas (see also sect. V).

Figure I
Approved project budgets by priority area and outcome (as at 31 December 2011)

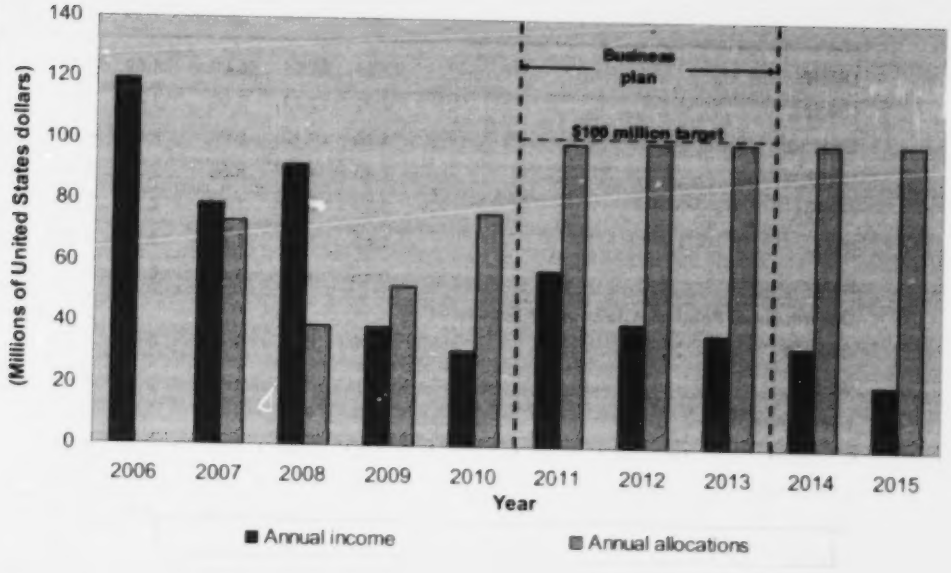


8. Confirmed and received contributions for the year 2011 total $66.73 million (see figure II), representing a significant increase from $31.30 million in 2010. Two countries (Pakistan and Switzerland) have joined the Fund's donors.[1] Currently, the Fund also benefits from five multi-year agreements, with indications that three more may start in 2012. Cumulatively, the Fund has earned $18.00 million in interest (as at 31 December 2011).[2] Notwithstanding these encouraging signs, while the Fund has sufficient resources to meet its target of $100 million in 2012, without increased income it will not meet its target in 2013.

[1] A full list of donor contributions is available from http://mdtf.undp.org/factsheet/fund/PB000.

[2] This amount exceeds the total cumulative programme overhead charged by the Fund and the administrative agent.

Figure II
Peacebuilding Fund income and allocations, 2006-2015



C. Recipient United Nations organizations and expenditures

9. A total of 18 United Nations organizations had received funds by December 2011, an increase from 13 organizations at the end of 2009 (see table 2). UNDP remains the largest recipient in dollar terms, although the share of funding allocated to a broader range of organizations is growing. A key milestone in 2011 was the signing of a memorandum of understanding between the UNDP Multi-Partner Trust Fund Office and the Controller of the United Nations, allowing Secretariat bodies to receive funding. In December 2011, UNIOGBIS was the first to benefit from this additional flexibility. By the end of 2011, 48 per cent of all transfers had been made to countries with missions led by the Department of Political Affairs, and 29 per cent to those countries with missions led by the Department of Peacekeeping Operations.

Table 2
Project flows by recipient organization, 2009-2011
(Millions of United States dollars)

	Transfers			*Expenditures*		
	2009	*2010*	*2011*	*2009*	*2010*	*2011[a]*
UNDP	22.54	40.25	36.00	28.69	32.48	..
UNOPS	2.93	12.39	3.90	2.46	3.09	..
UNICEF	4.10	10.42	6.08	2.67	4.13	..
UNHCR	1.48	4.57	8.68	2.28	2.56	..
UNFPA	3.37	4.70	1.64	2.53	2.12	..
IOM	1.61	3.46	1.43	3.84	2.45	..
FAO	0.80	4.28	4.29	0.12	0.56	..
Department of Political Affairs of the Secretariat	—	—	6.27	—	—	..
OHCHR	2.00	0.95	2.47	0.35	1.21	..
WFP	—	2.95	2.41	—	0.78	..
UN-Women	—	0.51	1.07	1.11	0.01	..
UNESCO	1.05	1.15	0.62	0.71	1.29	..
UN-Habitat	0.75	0.92	2.00	0.20	1.54	..
ILO	1.85	1.00	0.70	0.07	1.18	..
UNIDO	—	1.05	0.90	—	0.28	..
UNODC	—	—	0.74	0.22	0.30	..
UNRWA	—	—	1.42	—	—	..
UNCDF	—	0.76	—	—	—	..
Total	**42.48**	**89.36**	**80.61**	**45.25**	**53.97**	..

[a] Expenditures are only reported annually by March of the following year. Expenditure data for 2011 will be posted on http://mdtf.undp.org as soon as it is available.

IV. Country-specific engagement of the Peacebuilding Fund

A. Countries on the agenda of the Peacebuilding Commission

Burundi

10. In mid-2010, the Burundi Peacebuilding Fund Joint Steering Committee, co-chaired by the Senior Adviser in the first Vice-President's Office and the Head of BINUB,[3] assessed the reintegration of conflict-affected groups as the highest priority for consolidating peace. Assessments indicate that about 100,000 people, including 17,000 former combatants and 48,000 repatriated and 34,000 internally displaced people, require reintegration assistance. Within the framework of the national reintegration strategy, the Government prioritized a programme amounting to $24 million over three years. Putting its newly agreed "renewals" policy into

[3] Succeeded in 2011 by BNUB.

action and with the support of the Peacebuilding Commission, the Fund allocated $9.2 million to the country. The Fund's contribution, which will be delivered by FAO, ILO, UNDP, UNFPA, UNHCR and UN-Women, aims to be catalytic and to assist the Commission and other partners in mobilizing additional funding.

Central African Republic

11. In early 2010, the Fund allocated $20 million to the revised peacebuilding priority plan for 2010-2012. Action during the reporting period was therefore focused largely on implementation. In close coordination with BINUCA, eight United Nations organizations (FAO, UNDP, UNESCO, UNFPA, UNHCR, UNICEF, UNOPS and WFP), in partnership with national institutions, are working on three pillars: security sector reform; the promotion of good governance and the rule of law; and the establishment of development hubs and the revitalization of communities affected by the conflict.

12. Many programmes have moved ahead significantly or are now on track after their slow start-up. A programme to support the demobilization of children has been credited with maintaining some momentum for disarmament, demobilization and reintegration despite the overall challenges in their full-scale implementation. Critically, presidential and legislative elections that benefited from the Fund's resources for security arrangements were held without major security incidents. The Peacebuilding Commission visited a legal assistance project in October 2011 and highly commended its work. Work to rehabilitate prisons and construct barracks in rural areas suffered more significant delays while project details were further negotiated but is now progressing.

13. In addition, the Fund used its Immediate Response Facility late in 2011 to support a renewed opportunity for the reintegration of ex-combatants, following the official launch of the first phase of demobilization (involving 4,500 ex-combatants) by the Government in June.

Guinea

14. In July 2010, the transitional authorities in Guinea were conducting what has subsequently been considered their freest elections since the country's independence.

15. Guinea was placed on the agenda of the Peacebuilding Commission in February 2011. Immediately thereafter, the Fund began preparing for a new allocation to accompany the Commission's statement of mutual commitment. Following the initial visit of the Commission in April 2011, the Peacebuilding Support Office led an inter-agency mission to ensure the coordinated development of the priority plan.

16. The new allocation of $12.8 million for the first phase of the priority plan was made in December 2011,[4] of which a quick-start package of $10 million was immediately transferred. Guinea is the first country on the agenda of the Commission without a peacekeeping or special political mission. Accordingly, extra measures have ensured a high level of support, including the use of the Commission's forum for such issues as security sector reform, close collaboration

[4] A total of $12.6 million had been allocated previously for the period 2009-2011.

between the Special Representative of the Secretary-General and Head of UNOWA, the Resident Coordinator, the Commission and the Peacebuilding Support Office, and joint support from UNDP, UNICEF and the Office to the United Nations country team. The Fund's allocation covers areas that in other circumstances might have received assessed contributions.

17. The implementation of the priority plan will be overseen by the Joint Steering Committee, chaired by the Prime Minister and supported by the Resident Coordinator. Funding in the security sector builds on work jointly undertaken by ECOWAS and the United Nations in 2010 (partly funded by the Fund) and will contribute to a census of the armed forces, the launching of a retirement programme and the provision of a high-level adviser. In the area of reconciliation, immediate assistance is provided for community dialogue, particularly in relation to legislative elections along with support for Government leadership on longer-term efforts. Short-term employment will be supported, and discussions are ongoing to work with the World Bank in expanding this further.

Guinea-Bissau

18. Fund activity during the reporting period was shaped by two factors. First, the Government of Guinea-Bissau, backed by the Chair of the country-specific configuration of the Commission, appealed to the Fund to make a new allocation of funding and scale up its initial tranche of $6 million from 2009. Second, the political situation remained fragile, with high-level political violence in April 2010 leading to a period of political crisis. Other efforts, such as the negotiation of the road map for security sector reform by ECOWAS and the Community of Portuguese-speaking Countries, continued. The Security Council, in its resolution 1949 (2010), condemned the violence and requested Government action.

19. The Fund sought to reinforce Security Council resolution 1949 (2010) while at the same time providing incentives to pursue reform. The Joint Steering Committee in Guinea-Bissau, co-chaired by the Minister of Planning and the Special Representative of the Secretary-General, submitted a priority plan with activities for military and police reform, national dialogue and employment. The Fund allocated $16.8 million in January 2011. The funds allocated for military reform efforts were to be released in association with progress in the implementation of resolution 1949 (2010). The Fund collaborated closely with the Peacebuilding Commission, which has engaged the Government in discussions concerning plans for implementation of the road map for security sector reform, of which the set-up of a pension fund for the security and defence forces is the first step. In December 2011 the Fund transferred $11 million, with $3 million allocated to the pension fund, $2 million to the socio-economic reinsertion of the same forces, $5 million to a justice and rule of law programme, which includes measures to combat drug trafficking, and $1 million to national political dialogue. The extent to which the Fund's allocation helps secure additional contributions will be one of the measures of success. Activities will be implemented by FAO, UNDP, UNICEF, UNIOGBIS and UNODC.

20. Concerning employment, the Fund increased the allocation as compared to the request, following the argument that to have an impact on peacebuilding, employment needs to be of a sufficient scale to be seen and felt by communities. The Peacebuilding Support Office also encouraged the involvement of the

inter-agency task force on post-conflict employment, and UNDP and ILO undertook a joint visit in the second quarter of 2011.

Liberia

21. The placement of Liberia on the agenda of the Commission in September 2010 shaped the Fund's actions during the reporting period. The Government requested assistance in the areas of security sector, rule of law and national reconciliation as peacebuilding priorities. The Minister of Planning and Economic Affairs, the Minister of Internal Affairs and the Deputy Special Representative of the Secretary-General co-chair the Joint Steering Committee.

22. Keeping in mind the recommendations of the 2010 review of the United Nations peacebuilding architecture (A/64/868-S/2010/393), the Fund sought ways of working more closely with the Liberia configuration of the Commission. For example, the Fund joined the first visits of the Commission to Liberia in September 2010, and members of the configuration in New York participated more frequently in Joint Steering Committee meetings by videoconference. A new "quick-start" approach was implemented in December 2010 when, just three months after Liberia was included in the Commission's agenda, the Fund allocated $3 million to support the Government's launch of five regional justice and security hubs (by the end of 2011, the first hub was already operational). The Joint Steering Committee drafted a priority plan that was larger than usual and positioned to support the Commission's statement of mutual commitment. It amounted to $80 million, to which the Fund made a "catalytic" contribution of $20 million. The Fund will allocate this funding in phases, both to be able to adapt to evolving situations and to build in a performance basis for future support.

23. Beyond the justice and security hubs, the Fund's contribution to the priority plan will also support the Land Commission and the National Youth Service Programme. Further funding is foreseen in the area of reconciliation to support a national strategy.

Sierra Leone

24. Sierra Leone received $35 million for its first priority plan in 2007. As the implementation had largely drawn to a close, efforts during the reporting period focused on: (a) an independent evaluation; (b) providing small, targeted support to initiatives identified by UNIPSIL; and (c) programming a "renewal" allocation of $7 million.

25. The evaluation conducted in 2011 showed that 80 per cent of the first priority plan had delivered relevant peacebuilding results. Examples include the establishment of the Human Rights Commission, the reparations programme for war victims, capacity-building for popularization of the Gender and Child Rights Acts and the provision of support for the anti-corruption coordinating strategy and for independent nationwide radio and television.[5]

26. The Fund's renewal allocation principally supports the country's next election cycle. UNIPSIL and UNDP will work with relevant non-State actors, such as religious and traditional leaders, and political parties, including their youth and

[5] See the 2011 evaluation of Sierra Leone at www.unpbf.org.

women's wings, to strengthen society's political tolerance and ability to deal with election-related issues peacefully. Follow-up funding to earlier reparations and human rights activities was allocated to IOM and OHCHR.

27. UNIPSIL also relied on the Fund's flexibility to support activities interacting with political developments, in particular by implementing efforts to address tensions between different security forces and supporting two independent investigations on political violence (UNDP).

B. Other recipient countries

Chad

28. The Fund provided emergency funding to secure the continued operations of DIS. Initially supported by MINURCAT, DIS is deployed in 22 police stations in eastern Chad and undertakes policing activities in and around camps for internally displaced persons and refugees, investigating human rights abuses and providing security to humanitarian actors. A Gender Unit based in DIS has reportedly helped to increase confidence in reporting gender-based violence. Concerned about the risks of insecurity in the east if DIS were to stop functioning, the United Nations and the Government of Chad sought support to ensure its continuation. The Fund allocated $2.8 million through the Immediate Response Facility, enabling a joint UNDP/UNHCR programme to help ensure its continuity. The Fund also helped to attract additional support from the European Union and the United States of America.

Comoros

29. The United Nations is implementing a $9 million peacebuilding priority plan that focuses on national reconciliation, dialogue, disarmament, demobilization and reintegration, capacity-building of the national police and strengthening of the national economy. During the reporting period, the Joint Steering Committee selected projects to foster social cohesion by extending the rule of law and police presence throughout the islands and creating immediate peace dividends through employment creation. The Fund's allocation provided operational support to magistrates, including mobile courts in remote areas. A total of 150 urgent cases were settled, and a legal aid policy was developed (UNICEF). The capacity of women in conflict mediation has been strengthened through the training of 501 women mediators, now active on all three islands. The reintegration of ex-members of the Force de gendarmerie d'Anjouan is also being supported (UNDP), although it faces challenges. Out of an estimated 800 former members of the Anjouan forces, 50 have been reintegrated into the army and 23 have received training, but more than 250 are still awaiting assistance.

Côte d'Ivoire

30. During the first months of the reporting period, Côte d'Ivoire remained in a prolonged and tense pre-election environment. Having supported earlier projects on dialogue and disarmament, demobilization and reintegration, the Fund agreed to develop a small peacebuilding priority plan to address the root causes of conflict. However, the political crisis and violence after the elections radically altered the situation. The Fund instead quickly allocated $3 million through the Immediate

Response Facility to support the re-establishment of security, State authority and social cohesion in the western part of the country.

31. In July 2011, the Government established a Joint Steering Committee and drafted a $25 million peacebuilding priority plan. In September 2011, the Fund allocated $7.5 million as a catalytic contribution (FAO, OHCHR, UNDP, UNFPA, UNHCR, UNICEF, UNOCI, UN-Women). Funds will be used to support: (a) local government and public security institutions in the west and in Abidjan, including to build elements of improved civilian oversight; (b) the Truth and Reconciliation Commission; and (c) the documentation of birth and citizenship of residents in Côte d'Ivoire, addressing the issue of identity as one of the causes of violence.

Democratic Republic of the Congo

32. The Fund allocated $20 million to MONUC[6] in November 2009 to support the Government's stabilization and reconstruction plan. This provided for demobilization and reintegration activities, military justice and the rehabilitation of State institutions at the local level (IOM, UNDP, UNHCR, UN-Habitat, UNOPS, WFP). Implementing partners have reported achievements, particularly in the strengthening of State presence. Civil servants in the areas of law enforcement, local administration, corrections and justice have been deployed to 38 newly constructed facilities, and 780 members of the Congolese National Police and 410 local administration officers have been trained in North Kivu, South Kivu and Ituri. Furthermore, four out of five mining trading centres in key mining towns in the Kivus are ready for use. The recent decision of the Government to extend the stabilization and reconstruction plan for an additional 36 months confirms a renewed national commitment to the programme.

Guatemala

33. Although the peace agreement in Guatemala was signed 15 years ago, some critical aspects have never been sustainably addressed. In recent years, the Government has taken steps to address these outstanding issues, including through the establishment of the International Commission against Impunity in Guatemala and the development of the National Agreement for the Advancement of Security and Justice. Seeing these efforts as a window of opportunity, Guatemala was declared eligible for the Fund in November 2010. The Fund has allocated $10 million to support capacity-building of the judicial sector, police reform and the work of women's non-governmental organizations that are specialized in justice and security (OHCHR, UNDP, UNESCO, UNFPA, UNICEF, UNODC, UN-Women). Projects are currently being developed in a consultative process with the Government, civil society, the International Commission and other partners.

Kyrgyzstan

34. In June 2010, Kyrgyzstan suffered a wave of inter-ethnic violence, which jeopardized the nascent transition to democracy. The Fund responded rapidly with an allocation of $3 million, supporting the Government, the United Nations country team and the United Nations Regional Centre for Preventive Diplomacy in Central Asia. This early support enabled quick results: the constitution of a Women's Peace

[6] Succeeded in 2010 by MONUSCO.

Network of different ethnic groups that now participate in a conflict-monitoring system; the establishment of 17 youth centres in Osh and Jalal-Abad to engage vulnerable youth; and the restoration of irrigation canals, which serve 120,000 people.

35. In the first half of 2011, after the Secretary-General declared Kyrgyzstan formally eligible, the Fund allocated an additional $7 million in the areas of conflict prevention (UNHCR, OHCHR, UNDP), activities for youth and women (UN-Women, UNFPA, UNICEF) and community recovery and cohesion (expanded irrigation project, FAO, WFP). UNHCR and UNICEF are working with the media to mobilize them as agents for peace and tolerance. During her keynote address to the annual Fund stakeholders meeting in November 2011, President Roza Otunbayeva credited the Fund with assisting the transition period, which was marked in late 2011 by successful elections.

36. These peacebuilding measures contributed to the country's ability to develop a new constitution, hold peaceful elections in October 2011 and install the first parliamentary democracy in the region.

Lebanon

37. The Secretary-General declared Lebanon eligible in August 2010, recognizing that continued concerns about instability hindered sustained development and the full assertion of the State's authority over all of its territory. A joint workshop supported by the Peacebuilding Support Office and Interpeace identified two peacebuilding priorities: the promotion of citizenship initiatives that cut across ethnic and confessional divides and addressing geographical areas of tension. While political actors in 2010 and 2011 were focused largely on the formation of a new Government, the Fund pursued two Immediate Response Facility allocations totalling $2.9 million to promote dialogue in urban hot spots (UNDP) and to support employment for Palestinian youth (UNRWA). The new Government has now created a Joint Steering Committee and aims to integrate the two Immediate Response Facility projects into a peacebuilding priority plan.

Nepal

38. Nepal was declared eligible to receive support from the Fund in December 2007 towards the implementation of the Comprehensive Peace Agreement. The Fund allocated $10 million to help kick-start the United Nations Peace Fund for Nepal. Activities supported by the Peacebuilding Fund have helped advance elements of the Agreement, including support for the preparation of transitional justice mechanisms, monitoring and responding to child rights violations, youth employment generation and documentation of conflict-related sexual violence. An independent review of the United Nations Peace Fund for Nepal conducted in 2011 highlighted its importance for the Nepal peace process. Successful projects include an ILO/FAO "Jobs for peace" project ($2.7 million) that linked youth enterprises to the private sector. A UNICEF/OHCHR project ($2.3 million) strengthened the capacity of the Task Force on Children and Armed Conflict to document and report on child rights violations and compliance. More than 5,776 children who were associated with armed groups or otherwise affected by the conflict have been reintegrated in 34 districts.

39. In January 2011, the United Nations system with other development partners launched a new peace and development strategy. In November 2011, a seven-point agreement concluded by the political parties is expected to further advance the peace process, including the finalization of the integration and rehabilitation of the former Maoist combatants and the drafting of the new constitution.

South Sudan

40. After the referendum in January 2011, the Fund moved quickly to respond to two of the new Government's priorities. In April 2011, the Fund contributed $2 million to initiate the development of a strategic grain reserve system (WFP) and a further $2 million for the reintegration of returnees (ILO, IOM, UNDP). Both activities were aimed at helping the Government to demonstrate its responsiveness to the needs of its new citizenry. Both faced start-up delays but have benefited from a recent monitoring visit from the Fund to review how they could be adjusted.

41. UNMISS, in partnership with the Government, is preparing a request for full Fund eligibility. The Peacebuilding Support Office will assist UNMISS in its preparation of a peacebuilding plan, which is included in the Mission's mandate. Priorities are likely to include the delivery of peace dividends, reinforcing the Mission's decentralized approach co-located with local governments.

Sudan

42. Activities in the Sudan during the reporting period focused on the implementation of more than $8 million allocated in early 2010 and the programming of additional activities responding to the referendum and the independence of South Sudan.

43. The allocations in early 2010 focused on the reintegration of ex-combatants but faced challenges, particularly in Abyei. Activities there were reprogrammed instead to focus on the reintegration of internally displaced persons ($2 million, UNHCR), but this too has faced delays as a result of violence. Violence in South Kordofan has forced the temporary suspension of activities for the reintegration of ex-combatants ($2 million, UNDP) and community peacebuilding, including populations in the Nuba mountains ($2 million, UNHCR). Reintegration programmes in Khartoum and the eastern part of the country, however, are proceeding more smoothly ($4.3 million, UNDP). A clients' survey in the east concluded that more than 95 per cent of the respondents felt that security had improved and 58 per cent felt much safer in their communities after the disarmament, demobilization and reintegration project. Support for out-of-country voting to ensure a fair referendum ($1.7 million, IOM) was delivered successfully.

Uganda

44. The Secretary-General granted eligibility to Uganda in June 2010, and the Fund allocated $14 million for three priorities: enhancing systems for protecting women and children from all forms of violence (UNFPA/UNICEF); improving livelihoods and local economic recovery (FAO, IOM, UNCDF, UNDP, WFP); and promoting human rights and justice (OHCHR, UNDP, UNFPA, UNICEF). During the reporting period, United Nations recipient organizations and their partners focused largely on project start-ups and implementation.

45. Results include the provision of psychosocial support in five districts for victims of sexual and gender-based violence. Mechanisms have been put in place to prevent human rights abuses and to integrate internally displaced women and children. Alternative livelihood opportunities for internally displaced youth and women have been created. The peacebuilding through justice programme has initiated sensitization campaigns on human rights, including children's and women's rights, and access of vulnerable populations to formal and informal justice. The project is now engaged with the Ugandan Police to include human rights, sexual and gender-based violence and child protection in their training curriculum.

Smaller Immediate Response Facility interventions

46. The Immediate Response Facility enables the Fund to make small, timely investments. In December 2011 for example, discussions began on plans to allocate funds on short notice to enable the United Nations to assist Yemen in organizing the February 2012 elections, a key element of the political agreement. Similarly, a proposal will look at how to support outreach to youth, women and marginalized groups in the election and transition process in Libya. The Fund allocated $3 million to Sri Lanka shortly after the end of the civil war to support the reintegration of internally displaced persons and demining work. In Haiti, since the January 2010 earthquake, a $3 million joint programme helped to stabilize violence-prone communities through the creation of more than 7,000 temporary jobs. Somalia also received $3 million for activities designed to foster the sustainable social integration of internally displaced persons and reduce the tension between displaced and local populations in Puntland.

V. Performance management plan and results in priority areas

A. Measuring programme effectiveness

47. In 2011, the Fund designed a performance management plan to guide joint steering committees and United Nations recipient agencies in designing and reporting on programmes that contribute to peacebuilding. The plan is informed by increasingly standardized independent evaluations. Overall, the seven evaluations undertaken to date (see table 7) confirm the comparative advantages of the Fund as outlined in section II above. Country results that measure the overall effectiveness of programmes supported by the Fund, aggregated at the global level, are presented below. The plan's roll-out in 2011 will serve as a baseline.

48. The present report is built on the results of the 129 projects that were active during the reporting period. The projects were reviewed for their contributions to peacebuilding outcomes and categorized as follows:

(a) Significantly contributing to the relevant peacebuilding outcome in the performance management plan;

(b) Delivering results ("outputs") as agreed but without additional evidence of broader contribution to a peacebuilding outcome;

(c) Underperforming, being behind set targets or failing to deliver the services and products as expected.

49. The Fund defines "outcomes" as those changed behaviours (individual or institutional) or changed perceptions (e.g. increased confidence in the Government) that are estimated to contribute to peacebuilding. The "outputs" are those short-term deliverables that fall within the direct responsibility of the project management.

50. Multiple data sources were used to measure the performance of the peacebuilding projects within each outcome area.[7] The results were then validated by the Fund's staff and their focal points at the field level. Underperforming projects are currently being reviewed by programme officers in collaboration with the implementing partners to identify measures for improvement.

B. Identifying results in the four priority areas of the Peacebuilding Fund

Priority area 1: implementation of peace agreements

51. A solid majority (71 per cent) of 48 reviewed projects have been on track and successfully delivered the agreed activities; 31 per cent showed evidence of contributing significantly to peacebuilding outcomes. Variations across the outcome areas suggest that the Fund's support may have a greater impact on disarmament, demobilization and reintegration programmes than on those devoted to security sector reform or the rule of law, as a smaller percentage in the latter two subcategories had evidence of higher-level impact (see table 3). This will be investigated in the thematic review on security sector reform planned for the first quarter of 2012.

Table 3
Verified significant contributions of projects supported by the Peacebuilding Fund in the areas of security sector reform, rule of law and disarmament, demobilization and reintegration

Peacebuilding outcomes	*Number of projects*	*Budget allocation (millions of US dollars)*	*Percentage of projects on target*	*Percentage of projects with significant contributions to peacebuilding (per outcome)*	*Countries with significant contributions of the Fund to peacebuilding*
Public security increased	14	31.7	64	29	Burundi, Guinea, Liberia, Sierra Leone
Access to judiciary systems improved	19	26.7	68	26	Burundi, Central African Republic, Comoros, Guinea, Nepal
Ex-combatants successfully reintegrated	15	24.1	80	40	Burundi, Democratic Republic of the Congo, Nepal, Sudan
Total	**48**	**82.5**	**71**	**31 (27% of total budget)**	**9 countries**

[7] Data sources: (a) annual and quarterly activity reports (UNDP Multi-Partner Trust Fund Office Gateway from 132 projects); (b) independent external evaluations of 50 per cent of the active country portfolio; (c) technical sector reviews (disarmament, demobilization and reintegration, public administration and service delivery) with case studies (Central African Republic, Democratic Republic of the Congo, Guinea-Bissau, Liberia, Nepal).

Outcome: public security at the national and local levels increased

52. Of the 14 projects contributing to public security, 4 were judged to be "significantly contributing". In Burundi, the return of 90 per cent of members of the Forces de défense nationale into 17 rehabilitated military barracks not only contributed to improved discipline of the armed forces, but also significantly improved safety for the target populations (UNDP).

53. In Guinea, support for security sector reform contributed to a level of violence that was lower than anticipated between the two rounds of presidential elections in 2010. Perception surveys indicate that target populations feel safer owing to the improved presence of security forces and their faster response to threats of public order (UNDP).

54. In Liberia, crime rates and mob violence were reduced through the deployment of the Liberian National Police to rural areas. The strengthening of cooperation between civilians and the police resulted in "quick impacts" with regard to efficient crime prevention and improved public security (UNDP/United Nations police).

55. In Sierra Leone, the evaluation conducted in 2011 noted the successful establishment of an early warning system with full country coverage. It also judged significant the establishment of a joint working group involving the armed forces and the police — the first one in the country's history — to help prevent potential clashes between the two security services (UNDP).

Outcome: access to judiciary systems improved

56. The 19 assessed projects promoted access to justice through community-level legal assistance and national institution-building. Three examples of significant contributors are set out below.

57. The Human Rights Commission in Burundi was legally established in June 2011, after consistent support from BNUB and with the Fund's preparatory support in 2009, following the election of its members by the National Assembly.

58. In the Central African Republic, local authorities appreciated the Fund's support in addressing human rights concerns and the significant increase of cases brought to the local courts. A key factor in the improved access to legal aid for women was the close collaboration of the recipient agency with a women lawyers' network which became self-reliant (UNHCR).

59. In Nepal, support to the transitional justice programme was evaluated as making a major contribution to peacebuilding. Technical assistance was provided to develop bills to establish a truth and reconciliation commission and a commission of inquiry for disappearance, and both are currently under consideration by the Parliament. A transitional Justice Resource Centre updated and handed over to the national authorities several thousand cases of alleged human rights violations (OHCHR/United Nations Peace Fund for Nepal).

Outcome: ex-combatants successfully reintegrated

60. Of 15 projects reviewed, 6 were assessed as "significantly contributing" to peacebuilding outcomes. The assessment benefited from a thematic review of disarmament, demobilization and reintegration programmes supported by the Fund, in partnership with the Inter-Agency Working Group on Disarmament,

Demobilization and Reintegration. The review highlighted that success largely depended on complementary association with other peacebuilding programmes that provided peace dividends, addressed the root causes of conflict and built resilience. This reinforces the Fund's current trend to focus increasingly on the reintegration component of disarmament, demobilization and reintegration programmes.

61. In Burundi, internal assessments highlighted that an immediate response activity for the disarmament, demobilization and reintegration of 11,000 ex-combatants had already resulted in improved security in the areas surrounding the pre-assembly sites (UNDP).

62. In eastern Sudan, 850 ex-combatants (more than 90 per cent) were highly satisfied with the support services provided at the community level for their successful reintegration. Interventions were targeted to address potential key conflict drivers like competition for water, the lack of basic social services and the need for linkages to Government policymaking (UNDP).

Priority area 2: promoting coexistence and peaceful conflict resolution

63. Of the activities reviewed that address reconciliation and democratic governance, 86 per cent have delivered or are delivering the agreed outputs, and there is evidence that 45 per cent have made a significant contribution to broader outcomes.

Table 4
Verified significant contributions of projects supported by the Peacebuilding Fund in the areas of national reconciliation, democratic governance and women's empowerment

Peacebuilding outcomes	*Number of projects*	*Budget allocation (millions of US dollars)*	*Percentage of projects on target*	*Percentage of projects with significant contributions to peacebuilding (per outcome)*	*Countries with significant contributions of the Fund to peacebuilding*
Effective partnerships for national reconciliation in place	33	25.9	88	52	Burundi, Central African Republic, Comoros, Democratic Republic of the Congo, Guinea, Kyrgyzstan, Liberia, Sierra Leone
Legacies of conflicts addressed	11	4.4	82	27	Liberia, Sierra Leone, Sudan
Total	**44**	**30.3**	**86**	**45 (64% of total budget)**	**9 countries**

Outcome: effective partnerships for national reconciliation in place

64. Reconciliation efforts supported by the Fund have been relatively successful, with 52 per cent of the projects "significantly contributing" to peacebuilding outcomes.

65. In Guinea, the signing by all political parties of a declaration committing themselves to putting a regulatory framework in place was one of the desired results of facilitation support after the violent stadium events of September 2009 in Conakry (UNDP).

66. One effort in Kyrgyzstan focused on improving access to water while promoting inter-ethnic dialogue among more than 100,000 residents living along the "Friendship" Uvam Canal. According to progress reports, the strengthening of conflict-sensitive facilitation skills of water associations' members proved critical. Given its positive impact, the approach is being promoted for local expansion (FAO/WFP).

Outcome: legacies of conflicts addressed

67. A somewhat smaller percentage of activities supporting the strengthening of governance were judged as significant contributors, which may reflect the longer time period required to yield results in that area.

68. In Sierra Leone, the Government has put into operation its Anti-Corruption Commission and used its prosecutorial powers. It has so far recovered more funds for the national treasury than those allocated for the project, according to the findings of the independent programme evaluation initiated by the Fund (UNDP).

69. In Burundi, elections in 2010 were peaceful and judged free and fair, according to various international election observers. The Fund filled a financial gap relatively late in the planning process, helping to ensure the granting of free national identity cards to nearly a million citizens through decentralized centres. The success of women candidates — representing 34 per cent of all elected officials — has been credited, at least in part, to the countrywide mobilization efforts to empower women, including through the granting of national identity cards (BNUB).

Priority area 3: supporting early economic recovery

70. Eighty-five per cent of activities in this area have delivered outputs successfully, and evidence confirms that 31 per cent have significantly contributed to peacebuilding outcomes, with the highest success rate (33 per cent) for activities involving larger-scale short-term employment.

Table 5

Verified significant contributions of projects supported by the Peacebuilding Fund in the areas of short-term employment, sustainable livelihoods and private sector engagement

Peacebuilding outcomes	*Number of projects*	*Budget allocation (millions of US dollars)*	*Percentage of projects on target*	*Percentage of projects with significant contributions to peacebuilding (per outcome)*	*Countries with significant contributions of the Fund to peacebuilding*
Peace dividends due to short-term employment	15	16.9	79	33	Central African Republic, Guinea, Liberia, Nepal, Sierra Leone
Opportunities for sustainable livelihood	11	14.4	91	27	Democratic Republic of the Congo, Sri Lanka, Timor-Leste
Total	**26**	**31.3**	**85**	**31 (42% of total budget)**	**8 countries**

Outcome: short-term employment generation

71. The immediate goal of short-term employment generation is to engage significant sections of the population in a short time frame. Often, the beneficiaries are ex-combatants and at-risk youth.

72. In Liberia, a motorcycle taxi programme demonstrates how a youth engagement programme can provide employment and skills for ex-combatants to manage civilian life. Mediation, conflict management and problem-solving skills were addressed, and explicit efforts were made to reach out to the taxi drivers' union and the Liberian police. As a result, the ex-combatants were successfully reintegrated, and there was reduced conflict both among taxi drivers and between drivers and their clients (UNDP).

73. In Nepal, youth-led illegal destructive incidents dropped significantly, at least in part owing to employment of some kind for roughly 10,000 young persons in agriculture, microbusinesses or self-employment (FAO, ILO).

74. In Sierra Leone, the support of the Fund to a national youth secretariat working on self-employment and entrepreneurial development during the period 2007-2010 proved to be catalytic, as the initial investment of $4.1 million was followed by $20 million in support from the World Bank and other donors reaching 600,000 youth. The Sierra Leone evaluation specifically cited the Fund's support as encouraging the subsequent scaling-up of contributions (UNDP).

Outcome: sustainable livelihoods and reintegration of internally displaced persons

75. Creating sustainable livelihoods takes time and exceeds the Fund's resources. The Fund's engagement in this area focuses on specific conflict-affected populations or regions and aims to kick-start bigger initiatives. The relatively low percentage (27 per cent) of activities verified as contributing to peacebuilding outcomes indicates that further review is necessary.

76. In Sri Lanka, a joint programme combined mine awareness, a review and referral process for the injured and socio-economic assistance to help with the return and resettlement of internally displaced persons. Improved safety and increased trust between communities and the Government have been reported (UNDP, UNICEF).

77. In the eastern part of the Democratic Republic of the Congo, a joint programme has supported reintegration by facilitating dialogue and conflict resolution. Results include the resolution of 142 conflicts relating to land title issues, attributable to the training of community members in conflict mediation (UN-Habitat, UNHCR, UNOPS, WFP).

Priority area 4: re-establishment of essential administrative and basic services

78. The Fund's support in this area typically includes capacity-building of local governments, conflict sensitivity training and infrastructure projects.

Table 6
Verified significant contributions of projects supported by the Peacebuilding Fund in the areas of public administration and public service delivery

Peacebuilding outcomes	*Number of projects*	*Budget allocation (millions of US dollars)*	*Percentage of projects on target*	*Percentage of projects with significant contributions to peacebuilding (p.c outcome)*	*Countries with significant contributions of the Fund to peacebuilding*
Public administration restored to resume public services	2	3.3	100		
Increased confidence in local authorities	9	16.8	89	22	Liberia, Sierra Leone
Total	**11**	**20.1**	**91**	**18 (61% of total budget)**	**2 countries**

Outcome: increased confidence in national and local authorities

79. The Fund has funded relatively little in this priority area. To understand how public administration and social services can contribute to peacebuilding more effectively, the Peacebuilding Support Office undertook a thematic review on peace dividends in 2011 in close collaboration with UNICEF, WFP and other United Nations partners. The review highlighted the importance of looking at equity issues in service delivery, failures of service delivery as a cause and trigger of violence, and a more participatory involvement of communities in service delivery as an entry point for peace processes. The Fund will work to disseminate results to promote more peacebuilding-focused proposals.

80. Although an older activity, the provision of electricity for several months after the 2007 elections in Sierra Leone received nearly half of the cumulative funding in this outcome area. The independent evaluation undertaken in 2011 judged the activity to have delivered a valuable peace dividend by reducing violent incidents.

C. Challenges

81. The review of active projects and the increasing number of evaluations are also revealing many challenges. Evaluations of older programmes underline the need for strong conflict analysis at the beginning of programme design. This lesson is already being taken into account in newer programmes. Activity delays are common owing to country-specific factors, illustrating the challenge of working in post-conflict settings: election periods can slow down decision-making; new conflicts — sometimes violent — can emerge, making planned activities unrealistic or impossible; or agreements with Governments or between parties can break down, closing windows of opportunity, as is the case with disarmament, demobilization and reintegration activities, for example. The capacity of actors, including the United Nations, Governments and non-governmental organizations, in post-conflict settings can be weak. Many construction projects funded by the Peacebuilding Fund have encountered significant design and implementation problems, for example. Through a commitment to independent evaluations and activity-by-activity review,

however, the Fund aims to minimize disruptions and continually improve its effectiveness.

VI. Management and oversight of the Peacebuilding Fund

A. Managing the effectiveness of the Peacebuilding Fund

82. During the reporting period, the Fund developed a three-year business plan for the period 2011-2013 and a performance management plan (see sect. V above). The business plan establishes the main goals, especially the core aim of programming $100 million each year, with a maximum active portfolio of 20 countries. The performance management plan aims to better articulate how activities financed by the Fund will contribute to peacebuilding changes at the country level and will also track global Fund management. The performance management plan is being rolled out by being used as a basis for: (a) new programme design and approval; (b) the standardization of country evaluations (aiming to cover 50 per cent of the active portfolio per year); and (c) the revision of reporting formats so that they are more results based. In 2012, the Fund will update its basic guidelines for applicants, first produced in 2009, in order to further align them with the performance management plan and provide guidance to recipient agencies on how to align their monitoring and evaluation systems towards the need for substantive reporting against the performance management plan.

Table 7
Evaluation plan (Peacebuilding Fund programmes)

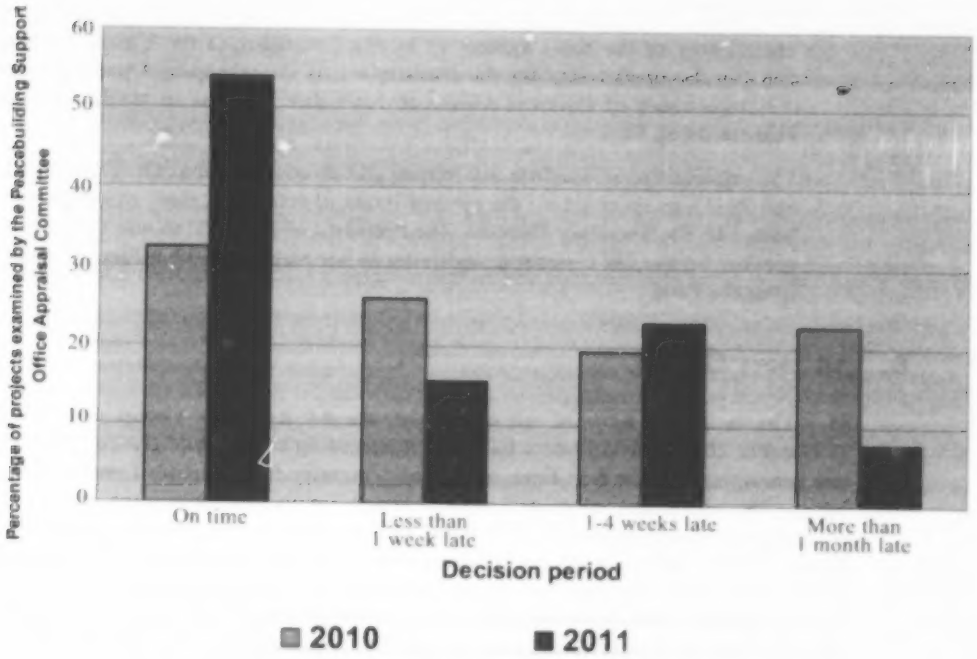
	2011		*2012*		*2013*	
Country	*Funding source*	*Type of evaluation*	*Funding source*	*Type of evaluation*	*Funding source*	*Type of evaluation*
Burundi	—	—	—	—	PRF (second grant)	Final
Central African Republic	PRF	Final	—	—	PRF (second grant)	Final
Chad	—	—	IRF	Final	—	—
Comoros	PRF	Final	—	—	—	—
Democratic Republic of the Congo	—	—	IRF	Final	—	—
Guatemala	—	—	—	—	PRF	Final
Guinea	—	—	PRF	Final	PRF (second grant)	Final
Guinea-Bissau	PRF	Final	—	—	PRF (second grant)	Final
Haiti	—	—	IRF	Final	—	—

	2011		2012		2013	
Country	*Funding source*	*Type of evaluation*	*Funding source*	*Type of evaluation*	*Funding source*	*Type of evaluation*
Kyrgyzstan	—	—	IRF	Final	IRF	Final
Lebanon	—	—	—	—	PRF	Final
Liberia	—	—	PRF	Midterm	PRF (second grant)	Final
Nepal	PRF	Final	—	—	PRF	Final
Sierra Leone	PRF	Final	—	—	PRF (second grant)	Final
South Sudan	—	—	—	—	IRF	Final
Sri Lanka	IRF	Final	—	—	—	—
Sudan	—	—	IRF	Final	—	—
Timor-Leste	IRF	Final	—	—	—	—
Uganda	—	—	PRF	Final	—	—

Abbreviations: PRF, Peacebuilding and Recovery Facility; IRF, Immediate Response Facility.

83. Performance management plan indicators for measuring the organizational performance of the Fund include the volume of business (see sect. III), the extent to which the Fund continues to make rapid decisions and the improving quality of the proposals that it approves. Although the level of allocations increased significantly in 2010 and 2011, the Fund has improved its ability to make decisions quickly (see figure III). In 2011, 70 per cent of decisions made by the Peacebuilding Support Office Appraisal Committee were made within four weeks, compared with the target of three weeks. Concerning the quality of proposals, the Fund is already increasing its attention to conflict analysis, results-based programme design and value for money. Means to measure this progress are under consideration.

Figure III
Peacebuilding Fund: decision-making times



84. The Fund is committed to continuous improvement. Actions undertaken during the reporting period to improve effectiveness include:

- Testing of phased disbursement of Peacebuilding and Recovery Facility allocations (Liberia, Guinea). Building on lessons learned from early, large Peacebuilding and Recovery Facility projects, the phased approach will ensure that large transfers of funds to countries are not tied up while awaiting the approval of projects.

- Closer collaboration with the Peacebuilding Commission. In countries on the Commission's agenda, the Fund is seeking to maximize the linkages between its support and the objectives of the Commission's engagement. In Liberia, an "expanded priority plan" approach was developed in direct partnership with the Commission. In Guinea-Bissau, discussions to develop support to the Pension Fund were done hand in hand with the Commission. In Guinea, programming priorities were developed from the beginning with the Commission, and many details, in particular those involving security sector reform, were discussed at length collectively. In the Central African Republic, the Peacebuilding Fund joined the Commission during the latter's country visit in October 2011.

- An increased number of support missions to the field, including the leading of joint United Nations trips (most notably in May 2011 to Guinea to initiate the collaboration of the Fund and Commission in the country). During the reporting period, the Peacebuilding Support Office fielded support missions to 11 recipient countries to assist with programme design, prioritization and monitoring.[8]

- The signing of the basic agreement by the Controller of the United Nations, opening the opportunity for the Department of Peacekeeping Operations and the Department of Political Affairs to have direct access to funds from the Peacebuilding Fund;

- The organization of the first two annual stakeholder meetings (November 2010 and 2011), as required by the revised terms of reference. Both meetings were hosted by the Secretary-General. The President of Kyrgyzstan was the keynote speaker for the 2011 meeting, testifying in her address to the utility of support from the Fund.

B. Advisory Group

85. The two-year term of office of the second Advisory Group expired on 31 October 2011. The Advisory Group met according to schedule (twice a year for two years), and for the first time, undertook a country field visit (to Liberia in May 2011). The Chair has submitted a final report on the Group's term, noting the management improvements of the Fund and encouraging increased support from donors. The Advisory Group has discussed all of the key approaches and evolutions of the Fund over the past two years, including the appropriateness of the main business targets, criteria for country prioritization, the "renewals" policy for eligible countries, the performance management plan, the thematic reviews and the use of a "call for proposals" approach to the gender promotion initiative. The Chair of the Advisory Group has instituted the practice of briefing the Peacebuilding Commission Organizational Committee after every meeting.

C. Gender promotion initiative

86. The Fund promotes gender mainstreaming and enhanced support for gender-responsive peacebuilding. During the reporting period, the Fund helped to enable women in the Central African Republic, the Comoros, Kyrgyzstan, Liberia, Nepal and Sierra Leone to actively participate in the political process, assume leadership roles in local conflict resolution and benefit from multisectoral responses to conflict-related sexual violence, including livelihood support. In Kyrgyzstan, the forming of a network of 20 local peace committees enabled women to monitor State performance and voice their concerns at the district level, while in Sierra Leone, funding from the Peacebuilding Fund helped launch the All Political Parties Women's Association.

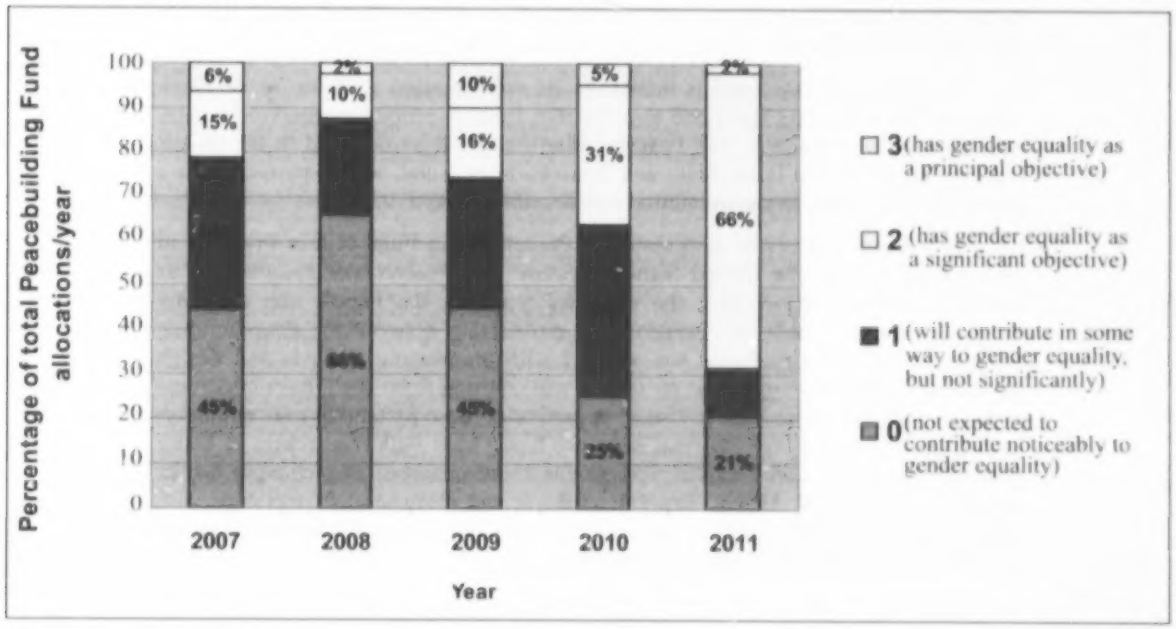
[8] Support missions were undertaken, sometimes more than once, to Burundi, the Central African Republic, Chad, Côte d'Ivoire, Guinea, Guinea-Bissau, Kyrgyzstan, Liberia, Sierra Leone, South Sudan and the Sudan.

87. Gender mainstreaming improved in the Fund's portfolio, with projects that have gender equality as a significant objective (gender marker 2; see figure IV) increasing from 16 per cent in 2009 to 66 per cent in 2011. The establishment of targets up front is important to ensuring that mainstreaming in design is translated into reality. As a good example of explicit targeting, an ILO/FAO "Jobs for peace" project in Nepal, in which 12,500 young women and men are provided with economic opportunities while engaging in peacebuilding dialogues, set a target of at least 33 per cent women beneficiaries.

88. In his report on women's participation in peacebuilding (A/65/354-S/2010/466), the Secretary-General committed the United Nations system to working with Member States to allocate at least 15 per cent of funds managed by the United Nations in support of peacebuilding to projects whose principal objective, consistent with organizational mandates, is to address women's specific needs, advance gender equality or empower women (equivalent to gender marker 3; see figure IV). The Fund currently does not meet that target, and so in 2011 it launched its gender promotion initiative, a $5 million call for proposals for gender-responsive peacebuilding projects. Out of 24 proposals totalling more than $20 million, the Fund, in a special appraisal committee involving external expertise, identified seven projects for funding in the areas of security sector reform, the rule of law, economic recovery and political participation.

Figure IV

Peacebuilding Fund gender marker scores (2007-2011)



D. Management of the Peacebuilding Support Office

89. In 2010 and 2011, the Peacebuilding Support Office assigned eight posts to manage the Fund, which were financed from the 3 per cent direct overhead cost. The positions were augmented by professional secondments from WFP and UNDP,[9] by a Junior Professional Officer from the Netherlands and by direct project funding from the European Union. The final budget for the management of the Fund in 2011 was $2.2 million (excluding secondments and other support), significantly less than the $3.6 million estimated in the business plan to manage $100 million in allocations effectively. Savings in 2011 were achieved thanks largely to the seconded staff, but also as a result of the postponement of some activities and the voluntary application of economy class travel for staff. Taking account of income projections for 2012 and 2013, the Fund has planned for a conservative, minimal budget for 2012 as well (in the amount of $2.8 million) and aims to secure continued secondments and to raise additional extrabudgetary resources for its activities.

E. Partnership-building and collaboration with other funds

90. It is both an objective and a practice for the Fund to promote collaboration in the United Nations so as to deliver better peacebuilding support to countries. At the country level, joint programmes are encouraged, the full participation of the United Nations system is required during the analysis, prioritization and programme design phases, and integrated mission planning is fully supported. At Headquarters, the Senior Peacebuilding Group is regularly briefed on all new eligible countries, and the Peacebuilding Contact Group is consulted on every proposal.

91. The Peacebuilding Fund is increasing its collaboration with the World Bank State and Peacebuilding Fund and also benefits from a United Nations/World Bank staff exchange programme. The Peacebuilding Fund has participated in the annual meeting of the World Bank State and Peacebuilding Fund, and opportunities are being actively sought to ensure mutual reinforcement of activities.

92. To varying degrees of formality, the Peacebuilding Fund is also involved in partnerships beyond the United Nations system. The PeaceNexus Foundation has provided critical support over the past two years to the Fund's aim of being "catalytic" so as to make it operational. A partnership between the Peacebuilding Support Office and InterPeace has assisted with programme analysis and design workshops (Lebanon, September 2010) and will, starting from 2012, have additional capacity in New York to look at issues, in particular those pertaining to community-level peacebuilding. More informal links are being built with researchers to better understand people's concerns and perceptions about peacebuilding changes on the ground in the Central African Republic, Liberia and elsewhere. Partnerships with other research and peacebuilding non-governmental organizations are being sought to assist with programme design and analysis.

[9] UNHCR has also seconded a professional to the Peacebuilding Commission Branch, who contributes significantly to the work of the Fund.

VII. Conclusions

93. In the previous report (A/65/353, covering the period from July 2009 to June 2010), several steps that the Fund aimed to take to improve its performance were outlined. Most of those have been taken and are reported on above. They include the development of business and performance management plans, the expansion of allocations, a commitment to rapid response, increased synergies with the Commission, better country support and the organization of annual stakeholder forums.

94. The future holds both challenges and opportunities for the Fund. Donor contributions are increasing, but not fast enough to ensure that the business plan targets for 2013 can be met. With more resources, however, the United Nations will be better placed to respond to emerging needs and opportunities. Countries seeking to implement the "New Deal" announced in Busan, Republic of Korea, for example, merit increased support as they aim to achieve the agreed State-building and peacebuilding goals. The civilian capacities initiative of the Secretary-General also opens new avenues for the Fund to support institutions in post-conflict settings. As more countries passing through fundamental political transitions are likely to seek assistance, a strong Peacebuilding Fund is a critical tool for the United Nations to assist countries in their efforts to build lasting peace.